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Challenge

Great
Britain
Revisited



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HD Challenge

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PAGE 13: Stressing the beautification and design of metropolitan boundaries, the City Edges Program conducted by the National Endowment for the Arts has captured the interest of cities of all sizes as well as individual architects and planners, universities, and nonprofit organizations.

PAGE 30: Cincinnati, Ohio's experiment in "cleaning up" the visual pollution of downtown street furnishing—trash receptacles, benches, fire hydrants and traffic signals—resulted in alternative solutions to the city's downtown needs.

NEXT MONTH:

A special issue will be devoted to housing and urban development-related issues in the northeastern section of the Nation and the impact of HUD's Boston Regional Office in a rapidly changing New England.

COVER: Miniature dwellings on the flag of Great Britain give visual treatment to this month's focus on Britain's approach to metropolitan growth, and reflections on preserving symbols of America's tradition on the eve of the bicentennial.

looking ahead

Mobile Homes

Independent testing laboratories will be the certifying agencies for mobile homes financed by loans insured by the FHA. Thus, HUD will assure that the homes meet the criteria established by the American National Standards Institute under a revised HUD regulation. To be recognized by HUD as a certifying testing laboratory, the organization must (1) be either a state agency, or (2) if a private testing laboratory, have been approved by at least two States. The manufacturer must certify that the mobile home was constructed in accordance with the ANSI standards in effect at the time of manufacture. The manufacturer must also certify that the home bears the label or seal showing that it has been subject to representative inspections by a Federal Housing Administration approved testing agency in accordance with a quality control program established by the FHA Commissioner.

Historic Preservation

In Seattle, Wash., restoration has begun on the Pioneer Building, one of the most significant historic structures in Pioneer Square. New local owners have found a way to restore and preserve the 82-year-old building and make it a productive part of the historic district. The neglected, 6-story building will be the first of the major buildings fronting Pioneer Square Park... with its restored pergola... to be redone. Total cost is estimated at \$2 million. Besides cleaning and restoring the exterior, the investors expect to retain the building's interior spaces, most notable of which are balconies which open onto a pair of light wells extending from the second to the sixth floors.

To Help the Physically Handicapped

To be submitted to the American National Standards Institute for adoption will be new standards expected to result from a HUD-funded study designed to develop and test methods to make dwelling units more useable and convenient for the physically handicapped. The existing ANSI standard in this field applies principally to public buildings and does not treat the problem of making residential space such as kitchens, bedrooms and private bathrooms useable by some 30 million Americans whose physical disabilities restrict their ability to live independently unless their environment is shaped to meet their needs. In addition to development and testing, the study will provide economic analysis of expenses and benefits involved in complying with the new standard, including

increased marketability resulting from making dwelling units more convenient for the non-handicapped as well as the handicapped. The President's Committee on Employment of the Handicapped and the National Easter Seal Society for Crippled Children and Adults have participated in the development of the project for the study and will provide assistance and consultation to HUD during its course.

Landmark Money-back Guarantee

Expected to set a precedent for other land developers is the money-back guarantee offered by GAC Properties, Inc., as a result of an agreement with GAC negotiated by HUD's Office of Interstate Land Sales Registration. The agreement is the first of its kind, negotiated in settlement of administrative actions against the company for alleged failure to disclose adequately adverse financial information, as required by law. Providing for full disclosure of all facts and GAC's money-back guarantee, the agreement is considered "the most effective protection purchasers of subdivided land could possibly have under the circumstances."

Housing Change Predicted

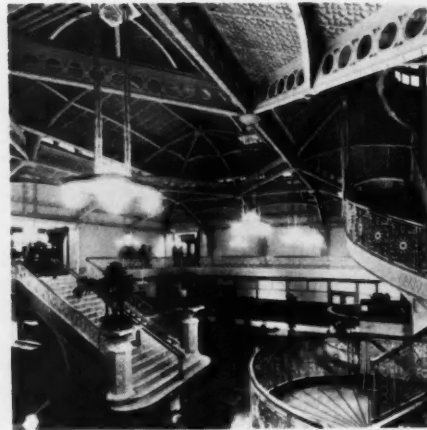
The single-family detached house will not disappear, but the biggest market today and in the future is for townhouses and apartments, according to a well known home-builder quoted in U.S. News and World Report. Another change in the American lifestyle is predicted by the president of a large mortgage banking firm who says that investors are increasingly reluctant to support projects in outlying areas because people want to be closer to shopping and the amenities of town. He believes people "will accept denser living, if it is well done."

Throw-Away Cities?

The Board of Directors of the National League of Cities believes there is a need for better utilization of the investments the Nation already has in urban areas before further national commitments are made to develop "duplicative and competitive" urban areas. The Board advocates a national policy committed to urban conservation in contrast to what it describes as "our existing policy of throw-away cities." Urban conservation, according to the Board, should include priority consideration of policy as it affects quality of life standard, growth management, tax policy, and income transfers.

Preserving Urban Landmarks and Beyond

By John Costonis
and Edwin Stromberg

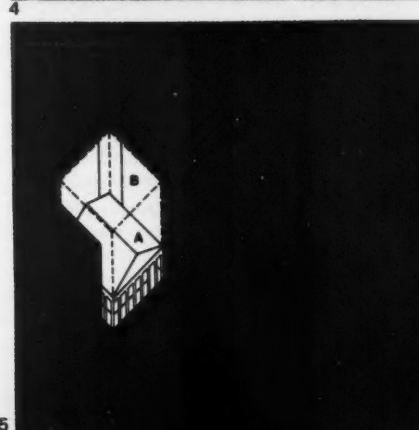


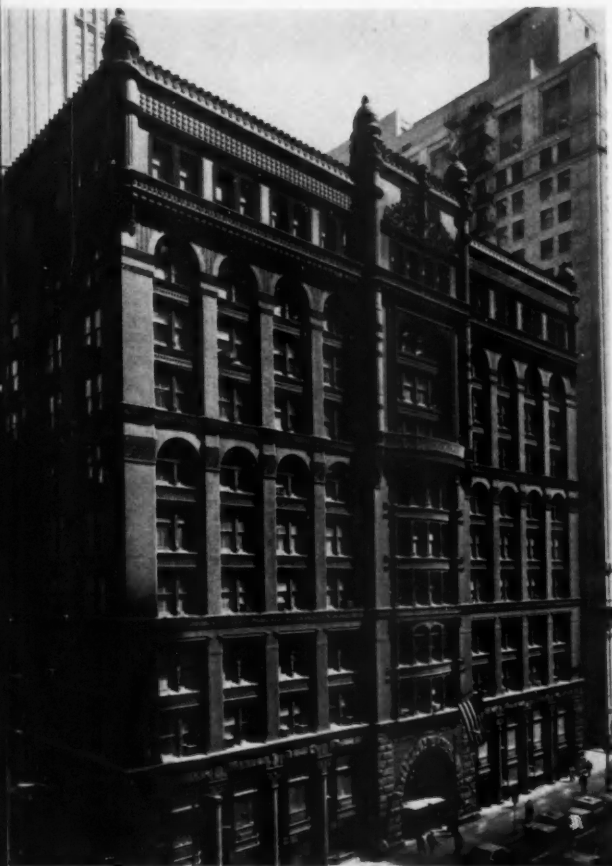
The bicentennial of the American Revolution threatens to be a time of reckoning for the Nation rather than a celebration of its past. By 1976, most of our cherished historic and architectural landmarks will be represented by proxy, if at all. In their place will be office towers of glass and steel, parking lots and other monuments to a dubious progress, perhaps with a plaque affixed nearby as a reminder that part of America's heritage got in the way. A single statistic points up a national disgrace: More than one third of the 16,000 buildings listed in the Historic American Buildings Survey instituted by the Federal Government 40 years ago have since been razed.

A striking case in point was Louis Sullivan's famous Old Stock Exchange in Chicago, one of those "old buildings" which gave way to the bulldozer in 1971 to make room for a taller, more modern building. Despite the best efforts of Chicago's Landmarks Commission and local and national preservation groups, the famous old structure is now merely a memory in Chicago's distinguished architectural heritage.

Losses tied to Economics

What accounts for the loss? Without doubt, the economics of landmark ownership in a vigorous downtown real estate market is the dominant factor. The Stock Exchange was only 13 stories on a site that allows for a 45-story building. Nearly an octogenarian, the building would have required extensive repairs and renovation to





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undo physical and functional obsolescence. And the city's planning commissioner claimed that LaSalle Street, site of the Stock Exchange, needed a new tower to maintain its position as the Midwest's prime financial district. Moreover, if the Stock Exchange had received landmark status, Chicago's preservation ordinance would have required the city to buy the building to prevent the owners from razing it. Consequently, the "practical necessities of change" triumphed over the "impractical and sentimental preservation." However, the cleavage between the practical and sentimental distorts the problem, for whether or not a civic undertaking, such as preservation, is practical really depends upon the "development" rules of the game. As a result of the Stock Exchange controversy, this author, with support from several groups, launched an examination of the problem which eventually led to a two-year HUD-funded study—"Space Adrift."

"Space Adrift:" Saving Urban Landmarks through the Chicago Plan

The severe market pressures which so often threaten urban landmarks are promised some relief by the concept of the "Chicago Plan," which the study subjects to rigorous analysis using four Chicago structures as test

1. Boston's Old City Hall, now an office building, serves as a light and air park among modern office towers.
2. The Emery Thayer Building, an 1890 Kansas City landmark, was recently razed for a more profitable high-rise or a parking lot.
3. Chicago's Rookery Light Court, redesigned by Frank Lloyd Wright, enchants with delicate tracery, spiraling staircases, and suspended lighting.
4. An entire historic area, such as Boston's Quincy Market block, could transfer its unused density to other high-density areas, such as the Government Center Area.
5. The unused building space of a landmark (B) could be transferred to other sites (C) in a balanced manner.
6. Chicago's Rookery, a great monument to masonry architecture, would be part of the Department of Interior's National Cultural Park.

cases. The plan involves government purchase of a landmark's unused development potential (or full space allotment) and subsequent sale (in the form of "development rights") to a developer who can then make his new building larger and more profitable than zoning regulations normally permit.

Development rights, then, are the difference between the size of the landmark building and the larger building that could be built on the landmark site under present zoning. In freeing the otherwise bottled-up development rights for use elsewhere, "development rights" transfer protects the beleaguered landmark and enables its owner to recoup the economic value of the site's frozen development potential.

A well known landmark located in the Nation's capital offers a striking example of how the plan can be used. The Columbia Historical Society occupies a fine old Victorian building, the Heurich Mansion, in the City's Dupont Circle area. The preservation problems are typical: an aging building in need of substantial renovation and maintenance; a small building on valuable real estate because of its prestigious location and because current zoning permits a much larger building there; and a landmark owner in need of cash and under intense economic pressure to sell Heurich Mansion, or more specifically, the land, to an interested developer for a handsome profit. Fortunately, a development rights transfer plan has been arranged, allowing the Columbia Historical Society to retain and renovate the Mansion while permitting the building on the adjacent site to add four stories to the height permitted by the zoning laws.

Thus the developer will be permitted a 13-story structure, rather than the nine-stories that building height

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7. The Home Office Insurance Building, a Chicago pioneer in steel skeleton construction, was demolished 40 years ago to make way for a larger building.

8. The Chicago Plan would eliminate this kind of dissonance in the cityscape, where bulk overwhelms the neighborhood character.

9. In Washington, D. C., the Heurich mansion (right) will be saved through a density transfer to an office building to be constructed nearby (center).

limitations normally allow on the site. The Columbia Historical Society will receive \$25,000 from the developer to renovate and maintain the Mansion; the developer will construct a larger, and more profitable, office building; and the city will receive the same tax revenues that a new building on the Heurich Mansion site would have produced, while preserving the unique ambience and charm of the area.

The Chicago Plan

The Chicago Plan builds upon three characteristics that are fairly common among urban landmark buildings throughout the United States. First, most of these buildings are undersized in relation to current zoning and building practices. Second, most can be profitably managed. Their vulnerability in the marketplace does not typically derive from a negative cash flow but from the disproportionate value of their sites in relation to the diminutive landmark buildings on them. Third, these buildings are often found concentrated in one or more



reasonably compact areas of the city, usually in the downtown section, where public services and facilities are typically most plentiful.

Taking these characteristics as its point of departure, the Chicago Plan employs the development rights transfer technique to secure the preservation of urban landmarks at minimal cost to their owners and the Nation's cities. Cities adopting the Plan might choose to implement it in the following manner: The city council, upon recommendation of its landmark and planning commissions, would begin by establishing one or more "development rights transfer districts." The districts could either coincide roughly with the areas where downtown landmarks are located or encompass other sections of the city where market demand for new construction exists. Upon designation of a landmark or at any time thereafter, its owner would be entitled to transfer its unused development rights to other lots within the transfer district, and to receive a real estate tax reduction reflecting the property's decreased value. Transfers could be made to one or more transferee lots, but increases in bulk on the latter would be subject to rigorous ceilings as well as to other planning controls to prevent the construction of buildings that are out of scale with their neighbors. In

return for these benefits, the landmark owner would be required to convey a "preservation restriction" to the city. That instrument would forbid redevelopment of the site and obligate the present and future owners to maintain the landmark in accordance with sound building management practices.

Suppose, however, a landmark owner rejects the transfer option and insists upon razing his building. In that case the city could invoke its eminent domain powers to acquire the preservation restriction and the landmark's associated development rights. Acquisition costs and other expenses of the program would be funded through a "development rights bank." Into the bank would be deposited development rights that have been condemned from recalcitrant landmark owners, donated by owners of other private landmarks, and transferred from publicly owned landmarks. The city would finance preservation costs by selling these pooled development rights from time to time subject to the same planning controls that apply to private owners.

Development rights transfers under the Chicago Plan promise to allocate preservation costs in a manner that should make landmark retention practicable for municipalities and landmark owners alike. The landmark owner

receives full compensation for his losses in the form of real estate tax relief and income from development rights sales. It is as though the site's development potential were so much air that, through the transfer mechanism, is released from a balloon. Landmarks remain in private use to serve the city's commercial needs, rather than becoming dead museum space. In turn, the city avoids outlays for outright "fee" acquisition, restoration and maintenance, and may continue to tax the landmark property, albeit at a lesser rate. But tax losses on that property should be largely offset by increased tax yields from the larger buildings erected on transferree sites. And in return for their contribution to the landmarks program, development rights purchasers receive full value in the form of liberalized density allowances for their projects.

The Chicago Plan will work, in fact is necessary to save landmarks, where there is a healthy demand for new construction. Under current "new" zoning, in fact, generous density allocations are carnivorous monsters that prey upon the downtown sections of America's major cities. This point is not well understood, least of all by the cities themselves when they ascribe the loss of their landmarks to the supposedly autonomous forces of the private market. *The fact of the matter is that governmental decisions are at least as responsible for landmark attrition as the vicissitudes of the marketplace.* Developers do not destroy landmarks because they are unrelenting philistines. As rational investors seeking maximum return on their dollar, they do so because this course of action is virtually forced upon them by the zoning rules that the city itself fixes. However, the density zoning need not be an environmental nightmare. As Ada Louise Huxtable has stated, "The Chicago Plan is . . . innovative density zoning which is certainly one of the most dramatic and hopeful developments in urban America."

Chicago Loop

The value of the Chicago Plan has been recognized early. The Department of Interior, which administers the National Park Service's Historic Preservation Program, has made it the cornerstone of a unique proposal, appropriately enough, to the city of Chicago to save the historic "Chicago School" architecture in the Loop. The Chicago School architecture consists of some of the finest remaining works by those who shaped 20th Century architecture—Louis Sullivan, Dankmar Adler, Daniel Burnham, and others. These architectural masterpieces, which portray the evolution of the skyscraper into modern architectural design, and other Chicago area historic works, would be included in a national cultural park to be administered by a local commission and the National Park Service.

The Department of the Interior would provide advance funding for a development rights bank and support for administration and visitor services. The fate of the national cultural park proposal depends upon its reception in Chicago and in Congress. Of course, city acceptance and congressional support for the proposal

would be a fitting way to mark the Bicentennial.

Beyond Preservation of Landmarks

The causes of the Nation's landmark dilemma and a proposal for its resolution are the *raison d'être* of *Space Adrift*. Yet many of the obstacles confronting historic preservation are common to environmental protection generally. Hence, *Space Adrift* concludes with a question: Could the Chicago Plan, suitably modified, serve as an effective tool on behalf of broader environmental concerns?

Consider, for example, Puerto Rico's Phosphorescent Bay. The Bay, a unique ecological resource whose waters explode at dusk with the luminescence of billions of tiny dinoflagellates, is menaced by imminent development on the presently virgin lands that encircle it. The scenario, all too familiar to historic preservationists, would be identical to that portrayed throughout *Space Adrift* if a landmark building were substituted for the Bay, and the setting changed from rural to urban. Consequently, couldn't the development rights transfer plan be adapted to protect the Bay while shifting needed development to less ecologically sensitive areas? And if the scheme could protect the Phosphorescent Bay, couldn't it also safeguard woodlands, nature preserves, estuaries, and other environmental resources that are similarly threatened?

These questions are posed, but not answered in *Space Adrift*. They are intriguing topics of speculation at a time of widespread ferment in land use and environmental thought and an unprecedented willingness of public authorities to substitute fresh techniques for shopworn, conventional practices. At a minimum, they call attention to a point that would be a truism were it not so often overlooked: Government too is not without its opportunities and advantages in waging the struggle for a better environment.



Mr. Costonis is author of *Space Adrift: Saving Urban Landmarks Through the Chicago Plan* and professor of law, University of Illinois. Mr. Stromberg is a program analyst in HUD's Office of Policy Development and Research.

Editor's Note: Free copies of Space Adrift are available on request to the National Trust for Historic Preservation, 748 Jackson Pl., N.W., Wash., D.C. 20006. Hardbound editions, entitled Space Adrift: Landmark Preservation in the Marketplace can be purchased from the Preservation Bookstore, 740 Jackson Pl., N.W., for \$10, plus \$.50 for postage and handling.

A HUMANE ARCHITECTURE

By Thomas Bradley

Urban America today is at the crossroads — a profound juncture at which the historical and current strengths of our cities are threatened by critical problems that call into question the very humaneness of our cities.

We can take pride that our cities are living museums of great civic architecture and planning, but we must take blame for the human degradation of slums, deteriorated buildings and abandoned housing.

New policies must be directed toward the goals of improving the quality of life in our cities. We must improve our education, our health, our security. We must improve our housing and our neighborhoods.

Are our policies making the best use of the resources available to us? In the past, growth has been misused by permitting single-family homes to be built on large lots lined in a row situated far from business establishments so that automobiles are a necessary evil and utility delivery becomes a costly item. Older developed land is being underutilized as people have fled from the cities,

leaving homes abandoned and deteriorated and industrial sites vacant.

There is a new mood of citizen protest as well as awareness among task forces and professional associations that expanding development and growth could be harmful to the environment if not wisely planned. Cities and communities across the country are enacting restrictive legislation. They argue that tax revenues don't support the expenditures necessary to provide the public services required by rapidly expanding population.

The task force on land use and urban growth, headed by Laurance Rockefeller, urges a strong leadership role for the Federal Government in land use and development. It con-

tends that "development of a national growth policy should be a priority Federal objective."

We (the National League of Cities) agree, not because we think there should be a national policy for everything but because in this case there is really no choice. No city or town by itself can deal with what I view as essentially a national problem.

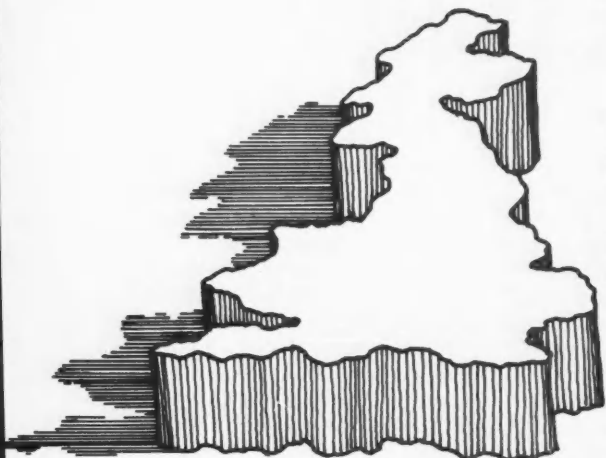
The aim should be a national policy that states goals, sets standards, and distributes needed resources. It should be a national policy within which successful local policies can be implemented. . . . Local government is closest to the problems and the people and in any plan to control growth, it is an essential institution. Overall, of course, a total urban growth policy must involve the Federal, State, Regional and Local government.

Mr. Bradley is mayor of Los Angeles, Calif., and president of the National League of Cities. This statement is excerpted from his keynote remarks before the national convention of the American Institute of Architects, Wash., D.C.



Local Government Reform THE BRITISH EXPERIENCE

By Walter A. Scheiber



The years since World War II have seen rapid and profound change throughout America and Europe. The economic and social problems of the countries of the western world have changed materially in this period. Nowhere has this been more evident than in our great urban areas.

Our cities have attracted millions of new residents. New homes and businesses have spread over thousands of acres of virgin countryside. The abilities of many of our local governments to provide services to their citizens in the face of these population and technological explosions have been strained to the breaking point.

Officials at all levels of government and citizens have been challenged to provide new mechanisms and processes by means of which these economic and demographic changes may be accommodated with as little stress as possible on our political and governmental systems.

The primary problem in each case has been to provide a new or expanded local governmental institution equal in geographic jurisdiction to the size of the new urbanized area.

The primary problem in each case has been to provide a new or expanded local governmental institution equal in geographic jurisdiction to the size of the new urbanized area.

A Cautious Approach

The response has been diverse. In the United States we have proceeded cautiously, creating voluntary areawide agencies—councils of governments—which have little or no legislative authority to deal with areawide problems, or special purpose agencies which have legislative authority to deal with only one or two problems at a time. In only a few cases have our voters or state legislatures sanctioned a comprehensive reorganization of local government in such a way as to enable it to cope adequately with problems of an areawide nature.

Every day new flats are being built all over Britain to house families living in slum conditions. This picture shows award-winning flats at the Winstanley Estate in Wandsworth.







In virtually every other country of the western world government has moved more forcefully to reorder itself in response to the new urban character and configuration. Nowhere has this change been more pronounced or pervasive than in Great Britain.

Americans tend to think of their British cousins as conservative, cautious and bound by tradition. We tend to see ourselves as inventive, innovative and flexible. When it comes to government reform, neither stereotype is accurate. If anything, the record of the past two decades demonstrates that the British are a good deal more daring than we in restructuring local government to meet emerging needs.

British local government in the late 1950's consisted of a hodgepodge of cities, counties, boroughs, county boroughs and urban and rural districts. In many instances, these governmental units provided an inadequate level of service to their citizens. In others, especially in urbanized areas such as London, local authorities (a local authority in England is any unit of local government) frequently were too small geographically or possessed insufficient resources to cope effectively with the needs of their residents.

Changes Initiated

In 1957, Parliament created a Royal Commission to look into the matter of London's government. The Commission spent the next three years in careful study. It found overlapping, duplication, and an inadequate local government response to such problems as traffic congestion, pollution and community blight. In 1960 it issued a White Paper recommending a massive reconstitution of the governmental system of Greater London: In place of more than 90 units of varying sizes and powers, it proposed the creation of a simple two-tier arrangement, one tier to consist of 32 boroughs of approximately equal size (averaging some 250,000 people each) and the other of a single areawide Government of Greater London. Only the original one square mile of the ancient City of London, at the heart of the area, retained its jurisdiction and prerogatives.

The new boroughs were designed to be large enough to provide a full complement of municipal services, yet not so big as to be unresponsive to the needs of their citizens. Care was taken, wherever possible, to relate the new boroughs to existing communities, even in the selec-

LEFT—Standing guard over the Paternoster Development of offices and shops in the heart of London is St. Paul's Cathedral (center). The area was severely damaged during the Second World War.

BELOW—In the South London Borough of Southwark, Canada Estate has been built to accommodate 93 families.

BOTTOM—The Greater London Council—the world's largest city or town council—meets in County Hall by the river Thames.



tion of borough names.

In apportioning responsibility for functions between the boroughs and the areawide government, the Royal Commission tried to give each level separate and distinct functions, to minimize the possibility of confusion, conflict and cost. The boroughs were to be the primary units of government, performing those functions closest to the people; the Greater London Council would be responsible for those better performed on a unified basis over the entire Greater London area.

Utilizing these criteria, the Greater London Council was to be given responsibility for areawide planning, major highways, bus and subway transit, solid and liquid waste disposal, fire and ambulance service, and relocation housing programs involving the construction or financing of new housing for residents of one borough in a different borough or outside Great London.

The boroughs for their part, were given substantial—although significantly different—responsibilities, primarily in fields involving direct, daily face-to-face contacts with their citizens. These included personal health services, services to children and older people, most elements of local public housing, refuse collection, local street con-

struction and maintenance, and most park programs. They were to develop their own borough plans, within the context of the areawide plan prepared for all of Greater London by the Greater London Council.

The Parliament deliberated on the Royal Commission's report for some time, modified it slightly, and finally embodied most of its recommendations in the London Government Act of 1963. In one sweep, the government of Greater London was reconstituted for the first time in almost one hundred years.

Governments Merged

The winds of change were in the air. In 1965, after months of intensive effort by local officials, London's thirty-three new governments were formally brought into being. One year later, Parliament moved again. It created another Royal Commission, under the chairmanship of Lord Redcliffe-Maud, to look into the state of all the local governments of Britain and Wales outside Greater London.

The Redcliffe-Maud Commission returned its report in late 1969. Four months later, in early 1970, Britain's Labour Government was toppled by the Conservatives, led by Edward Heath. The question of local government reorganization was moved to the back burner. It was finally brought forward again, two years later, in the Local Government Act of 1972, with a substantially different orientation but with classic British thoughtfulness and thoroughness.

Under the 1972 Act, the two-tier system mandated for Greater London in 1963 was extended to the rest of England and to Wales. The upper tier was to consist of 53 large counties. Each county was in turn subdivided into districts, of which there were to be a total of 402, or an average of seven per county. Metropolitan counties were to range in population from 1.2 million to 2.8 million, while non-metropolitan counties would range in size from 250,000 to 1.5 million.

The new units were obviously larger in both geographic area and population than their predecessors. Their boundaries were arrived at only after the most extensive consideration, on the basis of three primary factors: the minimum size required to deliver services with reasonable administrative efficiency; the maximum size possible to maintain continuing responsiveness to community needs; and the relationship of the new units to traditional units of local government.

Unprecedented Change

In one stroke, on the date the Act took final effect—April 1st of this year—the number of local governments in Britain and Wales was reduced from 1,425 to 490.

A change of such magnitude, unprecedented in scale, inevitably caused significant dislocations and great concern within the local government community. The national government attempted to cushion its effect by such devices as permitting early retirement at full pay for career officials aged fifty with five or more years of

service who were displaced from their jobs, and by committing itself to reappraise the new local boundaries periodically to assure their suitability.

In spite of the inevitable difficulties, the British experience stands as the most significant recent example of a national effort to deal effectively with the problems of local government organization in a changing society.

An American, looking at the British local government scene over recent years, is struck by a number of things:

- its relative rationality and logic;
- its concern for the welfare of all its citizens, irrespective of their age, condition or station in life;
- the willingness of the British to adapt and revise local government structure to meet changing local needs; and
- the strong role of the British national government in local affairs.

The circumstances in which British local government functions differ, of course, from those in the United States. Our country is much larger and more heterogeneous; its primary unit of government is the state, a unit which does not exist in Britain and some other western countries; American attitudes about government evolved out of rebellion against an oppressive British monarchy, something which has colored our view about all government in the two centuries since.

These facts would make it impossible for us to duplicate the recent British experience here in the United States. Nor would we want to do so even if we could, given the differences in our cultural and political backgrounds. On the other hand, we should not permit such differences to obscure the many affirmative values in the British approach to the challenge of providing effective local government; its rationality, its concern for the welfare of even the least able and fortunate of its citizens, its willingness to adapt government to changing community conditions and circumstances.

Bringing about needed change in government is never easy. But the British have shown that, given the will, it can be done. Perhaps their example will light the spark to move us more rapidly toward our own American version of the important goal.



Mr. Scheiber is Executive Director of the Metropolitan Washington Council of Governments. The Council comprises the governments of the District of Columbia; Arlington, Fairfax and Loudoun Counties in Virginia; and Montgomery, Prince George's and Prince William Counties in Maryland. This article is based on his recent remarks to the English Speaking Union.



Columbus, Ohio—City of Columbus

URBAN DESIGN: New Solutions to Old Problems

Possible solutions to urban ills are endless. Whether intended as band-aids or major surgery, these solutions vary tremendously in their effectiveness. However, one approach to solving the problems of the city, being attempted by the National Endowment for the Arts, is beginning to show positive results.

Beginning in fiscal Year 1973, the Endowment's Architecture + Environmental Arts office undertook a series of national theme grant programs to highlight issues of urban design and planning. The first national theme—City Edges—grew out of the primary program objective of Architecture + Environmental Arts: the upgrading of quality of designed environment. It was an outgrowth of the Endowment's agency-wide goals of making the arts more widely available to all Americans, preserving our cultural heritage for present and future generations, strengthening cultural organizations, and fostering creative development of our Nation's finest talent.

Stressing improvement of urban boundary conditions, the City Edges theme proved to be of widespread interest, generating 350 applications from communities of all sizes. It placed special emphasis on proposals involving aesthetic or humanistic aspects of design as opposed to scientific or highly technical considerations.

Of applications received, 37 City Edges grants were awarded to support projects ranging from highways to waterfronts to rooftops. Recipients included individual architects and planners, local governments, universities, and other non-profit organizations, and represented 24 states, Puerto Rico, and the District of Columbia. One grant aided in the redefining of Lexington, Kentucky's new metropolitan boundaries. Another dealt with the development of design criteria to increase the nighttime safety and efficiency of urban pedestrian pathways. Still another is supporting the establishment of a Hillside Trust to serve as a mechanism for the protection of Cincinnati's steep hillsides.

Encouraging Response

In view of the favorable public reception to the City

Edges program, the National Council for the Arts, the Endowment's advisory body, called for continuation of the National Theme program during Fiscal Years 1974 and 1975. The sequel to City Edges—City Options—was broader in scope and represented an increase in funding from \$1.1 million to over \$3 million.

Concentrating on those unique settings within cities that provide distinctive charm and identity, City Options elicited almost 700 applications exploring nearly as many urban options. Proposed projects included, among others, design awareness programs, planning for cultural facilities, neighborhood conservation efforts, and preliminary design work for the adaptation of older buildings to new uses.

The encouraging response to City Options was due, in part to HUD's assistance in publicizing the program through its regional offices. A national panel of planning and design experts, including Michael H. Moskow, HUD Assistant Secretary for Policy Development and Research, recommended City Options proposals for funding.

Last month applicants receiving funding were notified. Architecture + Environmental Arts Director Bill N. Lacy has expressed the hope that "even those applicants who fail to receive funding will have been encouraged to give new thought to old problems and to assure that human factors are not overlooked in the design solutions for our cities."

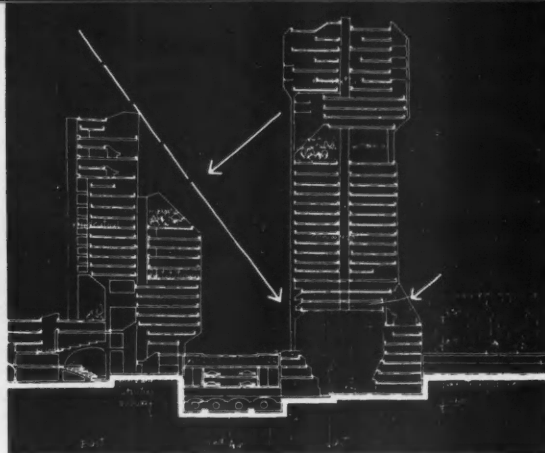
Types of "City Edges" Proposals:

Albuquerque, New Mex.; City of Albuquerque: To study Albuquerque's Rio Grande River and its design implications for other arid communities
\$40,000

Annapolis, Md.; Historic Annapolis, Inc.: To develop and publicize design solutions for three important edges of the old cityscape of Annapolis: the waterfront, the old city gate and palisade, and a pedestrian thoroughfare adjacent to the Naval Academy
\$19,500



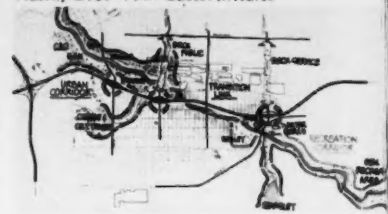
Philadelphia, Pa.—City of Philadelphia



New York, N.Y.—Municipal Art Society of New York



Wash., D.C.—Ann Satterthwaite



Flint, Mich.—Genesee Community Development Conference

Austin, Tex.; University of Texas, School of Architecture: To explore the potential for an integrated open space network around the waterways within Austin to accommodate a wide range of community needs
\$40,000

Baltimore, Md.; City of Baltimore: To look into ways of utilizing landscaping and architectural lighting to enhance the major approach-ways to the city
\$40,000

Cambridge, Mass.; Allen Gerstenberger: To support the development of design criteria to increase the nighttime safety and efficiency of urban pedestrian pathways
\$4,350

Cambridge, Mass.; Vision, Inc.: To support the preparation of three 30-minute films describing the town of Newburyport, Massachusetts, its history, streetscape, and potential for adaptive reuse
\$28,940

Chapel Hill, N.C.; University of North Carolina Center for Urban and Regional Studies: To investigate the various city edges involving social interaction and neighborhood security as they relate to low-and middle-income housing programs
\$40,000

Cincinnati, Ohio; Cincinnati Institute: To study Cincinnati's steep hillsides and establish a Hillsides Trust as an active mechanism for the protection of the hillside edges
\$40,000

Chicago, Ill.; City of Chicago: To study several segments of the Chicago River from Wolf Point to Lake Michigan
\$40,000

Columbus, Ohio; City of Columbus: To develop conservation plans for seven major river corridors in metropolitan Columbus
\$40,000

Davenport, Iowa; Davenport Levee Improvement Commission: To establish land use alternatives for the Mississippi River waterfront
\$18,750

Flint, Mich.; Genesee Community Development Conference: To examine alternate land uses for a blighted parcel of land between the Flint River and a major automobile plant
\$20,275

Indianapolis, Ind.; City of Indianapolis: To identify methods of utilizing design elements to resolve existing social conflicts and upgrade the quality of a deteriorating Indianapolis neighborhood
\$40,000

Lexington, Ky.; City of Lexington: To investigate and redefine the urban structure of the newly merged Lexington-Fayette City
\$42,000

Los Angeles, Calif., and other urban centers; Grady Clay of Louisville, Kentucky: to examine the dynamic interaction between competing man made and natural environmental constraints
\$10,000

Minneapolis, Minn.; City of Minneapolis: To study the boundary between the Loring Park residential area and the downtown Minneapolis Commercial center
\$40,000

New Jersey's Delaware River-Raritan Canal region; Dennis M. Frenchman of New Brunswick, N.J.: To develop a proposal for the redevelopment of 67 miles of the canal as a continuous open space connecting five historic New Jersey cities
\$5,600

New Orleans, La.; City of New Orleans: To take inventory of existing structures and prepare a master plan for the Mississippi River waterfront at New Orleans
\$40,000

New York, N.Y.; New York City Bicentennial Corporation: To develop design alternatives for the use of the city's docks and adjacent upland areas for educational, cultural, and recreational purposes
\$32,000

New York, N.Y.; The Cooper Union for the Advancement of Science and Arts: To investigate possibilities for using urban rooftops as public and semi-public cultural and recreational facilities
\$45,150



Washington, D.C.—Ann Satterthwaite



Seattle, Wash.—City of Seattle



Chicago, Ill.—City of Chicago

New York, N.Y.; Municipal Art Society of New York: To develop a master plan to govern expected growth along the proposed Second Avenue subway line in Manhattan - \$50,000

Oakland, Calif.; City of Oakland: To refine ongoing studies of the Prescott Model Cities area in relation to adjacent railroad lines, industrial sites, and elevated freeways \$40,000

Omaha, Nebr., and Council Bluffs, Iowa; Omaha—Council Bluffs Metropolitan Area Planning Agency: To develop a comprehensive plan for the incorporation of art and cultural facilities in the common riverfront of the two cities \$15,000

Philadelphia, Pa.; City of Philadelphia: To develop planning concepts and design criteria to improve the effectiveness and environmental quality of the major highway corridors leading into the city \$50,000

Pine Barrens region of South Central N.J.; Joyce Haney of Haddonfield, N.J.: To study the Pine Barrens wilderness in relation to encroaching forces of urbanization \$9,750

Portland, Maine; City of Portland: To study the historic waterfront area with a view toward curbing further physical deterioration and encouraging multi-use development \$39,645

Portland, Oreg.; Portland Public Schools: To develop an audio-visual seminar program to increase student awareness of the visual environment \$6,090

Puerto Rico; Ron Grant of South Bend, Ind.: To study highly concentrated low income housing areas located at the outer edges of Puerto Rico's urban centers \$10,000

Reading, Pa.; City of Reading: To develop alternative plans for the reuse of 270 acres of railroad lands situated in the center of the city \$21,045

San Antonio, Texas; Citizens for a Better Environment: To create public awareness materials pertaining to a wide range of San Antonio "edges," including military bases, river basins, and noise pollution zones \$25,000

San Francisco, Calif.; Sierra Club Foundation: To develop a proposal for the transformation of obsolete piers into extensive facilities for public use \$40,000

San Juan, P.R.; Commonwealth of Puerto Rico, Puerto Rico Planning Board, Santurce, P.R.: To establish development/preservation strategies for three environmental edges in the San Juan metropolitan area—the oceanfront, the inland waterfront, and the foothills \$40,000

Seattle, Wash.; City of Seattle: To develop a master plan designed to ensure the integrity of the Pioneer Square historic district in downtown Seattle \$29,179

Tarrytown, N.Y.; Suburban Action Institute: To study methods of harmonizing the values of aesthetics, environment, and equity in the formation of urban growth policies \$38,000

Troy, N.Y.; Hudson-Mohawk Industrial Gateway: To study alternatives to the demolition of old waterfront buildings at the junction of the Mohawk and Hudson Rivers in upstate New York \$40,000

Washington, D.C.; National Trust for Historic Preservation: To identify and describe the elements that form the edges of twenty existing historic districts across the United States \$32,000

Washington, D.C. (Boston, New York, Annapolis, and Savannah); Ann Satterthwaite: To investigate methods of incorporating small scale activities relating to fish markets into current and future waterfront redevelopment schemes. \$7,450



Compiled by Merrill Ware, Architecture + Environmental Arts Program, National Endowment for the Arts

notebook

A new purchase program has been launched by FNMA for mortgages of individual, owner-occupied units in condominiums and planned unit developments (PUD'S). This is an effort to provide the first major national secondary market in conventionally financed condominium and PUD mortgages. The program is designed to mesh with FNMA's two-year-old secondary market program in conventional, single-family home mortgages, including Free Market System auction for mortgage commitments and the 12-month convertible standby commitment procedure.

Metropolitan Dade County (Fla.) has awarded the first loan under its new Rehabilitation Loan Program to help low to moderate income homeowners fix up deteriorating property. Dade County's Board of Commissioners created the new program in November 1973 when it set up a \$1 million revolving loan fund available to eligible homeowners throughout the County.

For the second time in a row a project designed by Frank Lloyd Wright received The American Institute of Architects' 25-Year Award. The structure is the Administration Building for S.C. Johnson & Son, Inc., in Racine, Wis. The award was presented during the Institute's annual convention held in Washington, D.C.

Additional tax revenues and other economic gains generated by development offset additional costs involved for public safety, public works, education and other required public services concludes a study of development projects in three California counties—Orange, San Diego, and Santa Clara. The study, conducted by the State affiliate of the National Association of Home Builders, says that in all of the projects studied "new developments do more than pay for themselves."

Mrs. Helen Holt has been named Assistant to HUD Secretary Lynn for Programs for the Elderly and the Handicapped. Mrs. Holt will coordinate HUD efforts on behalf of the elderly and handicapped and provide a focal point within the Department for private interest groups, professional associations, State and local officials.

Conferees at the latest in a series of National Area Development Institute policy/research conferences agreed that the impact of the Flood Disaster Protection Act of 1973 on local land-use decisions will be substantial. Representatives from HUD, USDA, the Department of Commerce, and the National Science Foundation; state and local officials, planners, and developers agreed that many local officials are unaware of the Act's requirements that disaster relief from flooding will not be available unless they adopt tough new zoning ordinances and building codes to protect property in flood prone areas.

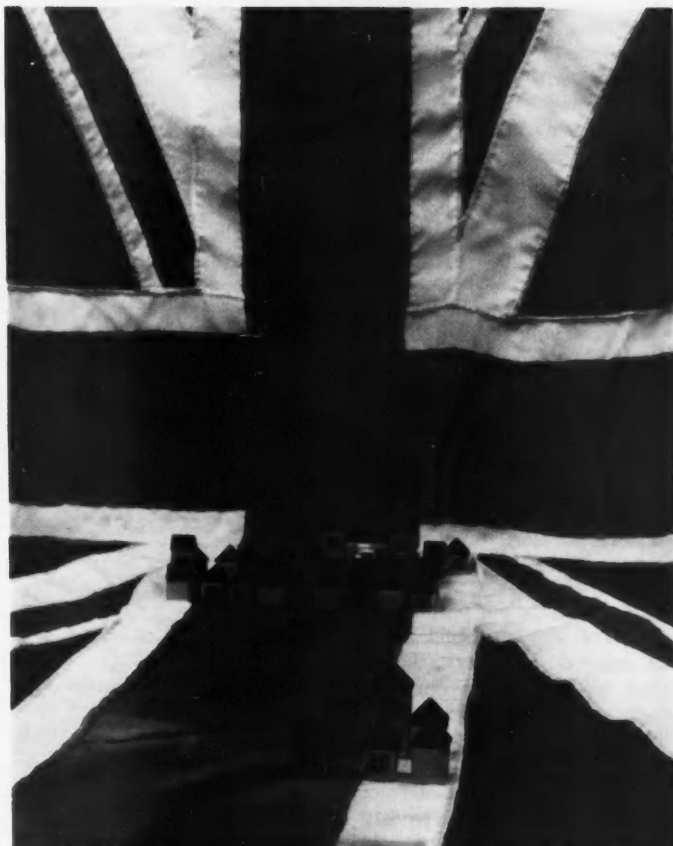
Observers report that not since the turn of the century has there been so much interest in downtown St. Louis. Statistics indicate that nearly \$430 million worth of new construction is planned downtown over the next several years, \$95 million of which is already underway. The city's LaSalle Park urban renewal project is among an additional \$330 million of construction expected to begin within the next year.

The Woodlands, a HUD-assisted new community, has been named a recipient of the Fifth Annual Environment Honor Awards sponsored by the *Environment Monthly*. According to the publication, Woodlands "manifests an extraordinary command of environmental complexities, both from the ecological and man-madeness vantage points."

GREAT BRITAIN REVISITED

Some Thoughts on New Towns, Urban Planning & Growth Policy

By Jack Underhill



Most modern countries of the world are confronted with the problem of how to avoid too little or too much population growth. The problem is twofold: Where shall people live, and under what conditions? National growth and distribution policies where they exist have been aimed at reducing uneven population distribution and increasing prosperity of depressed areas. Planning and housing policies and programs have focused on renewing existing cities, developing new ones, and providing decent housing in good community environments.

In June, 1973, a United Nations-sponsored conference in London brought together representatives of 40 nations from Asia, Latin America, the Middle East,

Africa, Europe and North America to discuss these problems. The selection of London as the host city was no accident. For good or bad, British planning has had great impact on planning throughout the world. One paper presented at the conference indicated that some 150 national economic and physical development plans had been prepared in the Commonwealth countries alone in the past several decades.¹ Forty-eight new towns have been developed in these same countries. Both the approach to planning and new towns development have been profoundly influenced by the British model.

In light of the frequency of citation of British planning, it becomes important to assess what can and

cannot be learned for consideration in American efforts. As many facts as possible, or at least expert opinions, must be obtained.

This is easier said than done. There is no comprehensive evaluation of all aspects of British new towns nor of the national growth policy. Nor have satisfactory comparisons been made of alternative approaches to achieve the same objectives. All that can now be done, is to draw a few impressions from visiting Great Britain, talking to key experts, and reviewing a sample of the extensive literature on the subject.

I would agree with Marion Clawson and Peter Hall in their fine study comparing United States and United Kingdom planning and urban growth policies that the British have done a good job in protecting the natural and man-made environment.² But this has had certain undesirable and unanticipated side-effects, among which are: increased density in new development, smaller private and fewer square feet of housing space, higher prices for housing, less than optimum use of the private sector and in some cases increasing separation of place of residence and place of work. Thus, achievements in environmental protection have been made at a cost.

In the area of new towns, certainly the British have done a creditable job, but the lack of solid evaluation studies makes generalizations difficult. Traffic planning and management appear to be less than adequate and there has been failure to anticipate increased car ownership. All of these generalizations are qualified in the sections that follow.

National Growth Policy

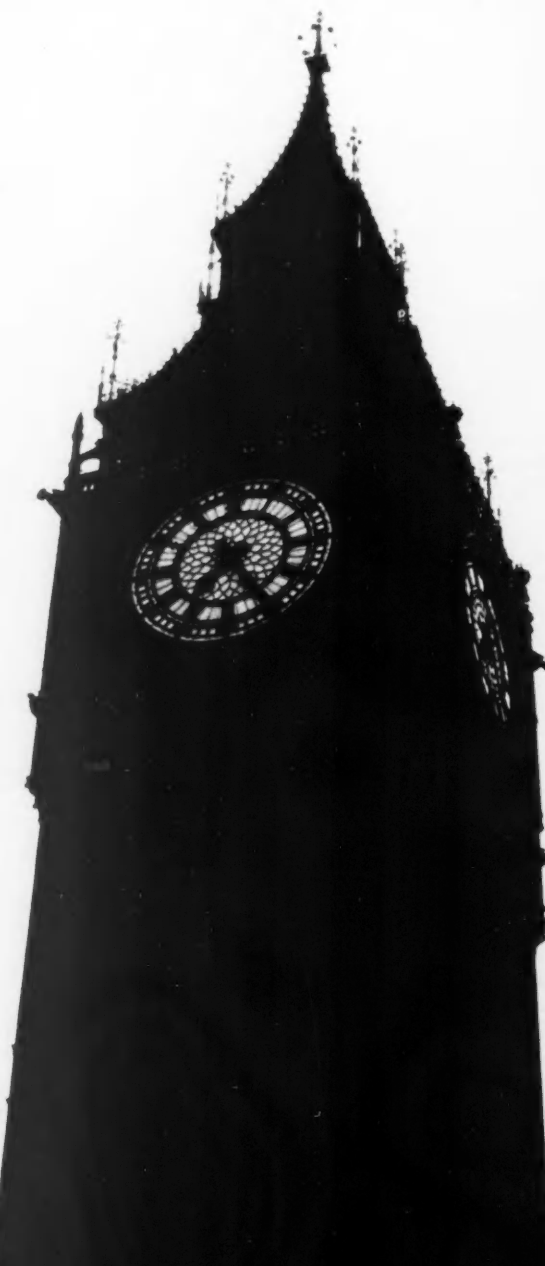
The growth policy of Great Britain followed consistently for the past 25 years involves several components. It has sought to reduce the drift of population from peripheral industrial districts of Scotland, the north of England and Wales to the Southeast and Midlands where most of the growth has occurred since World War II. At the same time, it seeks to "contain" the growth of the great urban centers, such as London, protect the surrounding countryside, and create planned communities in carefully chosen locations which will be relatively self-contained.

To achieve this policy Great Britain has developed highly centralized control over both public and private actions that affect human settlement patterns. All local jurisdictions must have plans which must be approved by the central government. The central government also has the power to regulate the establishment and expansion of all industrial plants of significant size anywhere in Britain. New office developments are similarly controlled. In addition, an extensive set of incentives is employed to entice industry into the "development areas," and large scale public expenditures are directed toward these areas. Many billions of pounds have been poured into these industrial development schemes.

Although this policy has resulted in many hundreds of thousands of jobs for the developing areas, it has failed to halt the massive outflow of persons from these areas,

and unemployment and underemployment remain where they were decades ago. It can be argued, however, that the situation would have been worse in the absence of these controls and incentives.³ In 1970 the rate of unemployment was 4.1 percent in Wales, 4.9 percent in the North, 5 percent in Scotland, and 7 percent in Northern Ireland, as opposed to only 1.7 percent in the prosperous Southeast and 2.9 percent for the United Kingdom in general. This was in each case considerably higher than in 1960.⁴

In addition, there has been no marked evidence of interregional income convergence between the prosperous



Southeast and depressed West and North over the post-war years and massive outmigrations from the North to the Southeast. By contrast, heavily populated Southeast had a net immigration from 1951 to 1969 of 414,000 and a natural increase of 1.5 million.

New towns in depressed areas are not doing very well financially. In 1972 Peterlee in north England was on target with 10,000 new jobs, but this was offset by a decline in employment in the surrounding area by 8,000 jobs for a net addition of only 2,000 jobs. Therefore, population was 10,000 below projection in the new town. Although Ayckley in the same depressed area was approved in 1947, as of 1972 it was still losing \$192,000;* Peterlee, approved in 1948, was losing \$1.6 million in 1972; and Glenrothes in Southern Scotland approved in 1948, was losing \$1.3 million in 1972. By contrast, the Southeast new towns designed in a similar period were all making a profit.

This is not to argue that the investment was not worthwhile; however, costs and benefits in terms of human welfare have not been calculated under different approaches to providing for depressed area populations. To undertake a proper analysis, one would have to analyze the nature of the environment and welfare of those who have moved and those who have stayed behind in the depressed areas and are employed in new jobs in these locations.

What has been reasonably successful is halting growth within London's greenbelt. However, it is not certain whether this is due to national policy or a natural tendency of large metropolitan central areas to reduce or decline in growth and merge with suburban and exurban locations.

Environmental Protection

Because of tight central controls over planning and the national consensus on protecting agricultural, historic and natural areas of great beauty, the British have done a good job in environmental protection. Only nine percent of Great Britain's land was devoted to urban uses, while 53 percent was in areas with either physical restraints to development or actual or proposed environmental "policy restraints". There were 1.2 million acres in statutory greenbelts, 2.4 million in non-statutory or proposed greenbelts, and 3.3 million acres in national parks in England alone, while there were only 4.8 million acres in urban uses.

It should not be implied that no development has occurred within these protected zones. Several years ago a study indicated that there was considerable population growth in and around existing towns and villages within greenbelt areas and that population was growing there faster than in other parts of Great Britain. However, most of this growth has been infill and rounding out of existing communities, not low density urban sprawl.⁵ Large areas

remain undisturbed and, in the case of London, urbanization has not been contained, but has leaped over the greenbelt, or into existing communities.

It would be most difficult to translate the British experience in environmental protection directly to the United States in light of the fact that Federal-local government relations are vastly different and legal provisions in each country with regard to ownership of development rights are fundamentally different. Under British law, the government owns land development rights. Property owners need not be compensated for permanent freezing of land use in open space or existing uses. This could be impossible under current court rulings under the 14th Amendment in the United States where freezing of large areas, not subject to natural hazards, would be challenged as expropriation without "just compensation." In addition, local control of planning, a general tendency to favor development (at least in past years), the traditional preference for single family homes and other factors would make replication in the U.S. difficult.

Perhaps some convergence in planning methods is possible between the two countries. An example is the proposed State Land Use Policy and Planning Assistance Act.

Unforeseen Negative Side Effects

Success in environmental protection in the United Kingdom has not been without its price. A widespread and successful attempt to limit land for development purposes limits supply and, therefore, helps increase price, given continued increase in demand. This is what has happened in Great Britain and could happen in the United States as no-growth and sewer moratoriums increase. Stevenage and Hemel Hemstead new town planners have indicated that the price of improved and zoned land for 10 to 14 dwelling units per acre ranged from \$100,000 to \$150,000 per acre. Actually, the development corporations of the new towns pay agricultural values for the land, which run about \$5,200 per acre. In 1973 the cost to "produce" a small townhouse in Stevenage was \$25,000, which included only \$13,728 for construction and \$8,023 for land.⁶ The inflated price of land has been a main force driving up housing prices in most fast growing portions of Britain.

Consequences of these run-away land prices combined with preferences of public policy, have limited square footage for homes and yard space, and resulted in fairly high densities in new construction. One might agree with Clawson and Hall and Robin Best that the densities of much of the new housing, including those in many new towns, are higher than what is preferred by many Britons.⁷ And as affluence increases, this limited space could become increasingly unacceptable to the population. Thus, in British planning there has been a trade-off between public space and private space. There could be a better compromise between this high density and the costly and environmentally damaging low density sprawl of the United States, which provides also considerable

*All dollar amounts computed in mid-1973 exchange rate of \$2.70 per pound.



personal freedom and space.

Another negative unanticipated side-effect of the greenbelt and environmental protection policy has been to cause development to leapfrog over the greenbelts and, in some cases, to increase commuting time. There was a surplus of jobs over population in Central London in 1966 and a deficit of 1.2 million population over 500,000 jobs in the outer area. By contrast, the ratio of jobs to population in the new towns is very nicely balanced.

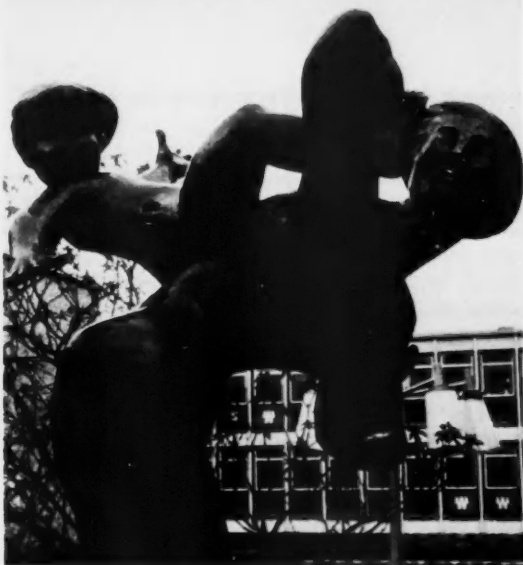
New Towns

The most publicized component of British national planning has been their new towns. Since 1947, 28 new towns have been designed with an ultimate population of around 2.8 million and a 1970 population of around 1.4 million. Of this number, 700,000 were original inhabitants within the zones covered by the new towns and 700,000 were new residents. By and large, these developments have achieved their goals with regard to self-sufficiency, except for the very upper and lower incomes where there is limited commuting from surrounding areas. The weighted average of jobs to housing for all eight of the

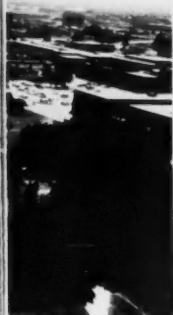
London Ring new towns was 107 in 1966.⁸ In 1961 only 5.9 percent of the residents of the new towns commuted to central London. This was a drop of 3.5 percent from 1951.

The density is probably higher than Britons would choose, given a free choice, particularly for such towns as Cumbernauld with a net residential density of 85 persons per acre. Within the new towns, open space ratios per 1,000 population are considerably lower than those planned in U.S. new communities. The average internal open space acreage per 1,000 population for the 15 initial British new towns is only 11, as compared to 23 for U.S. new communities funded under Title VII. However, the British new towns are surrounded by large greenbelts easily accessible to the population.

With the exception of Cumbernauld, Scotland, the new towns visited represented no significant advance over their American counterparts in terms of internal congestion, adequate parking, low bus ridership, inadequate street size, and belated and begrudging planning to accommodate the automobile. Only one new town, Runcorn, seems to have an imaginative internal transit system. It



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has an exclusive bus lane covering the town in a figure 8 form, which has an average actual speed of 21 miles per hour as compared with general bus average of only 12 miles per hour. Government subsidies are required for internal transit. Rail connections to central London are excellent from all London Ring new towns, although commuting time from city to suburb by automobile compares with that from U.S. suburban areas to cities.

Although good comparative studies are lacking, by and large, the new towns appear to be better planned and balanced than their non-new town counterparts. However, new towns have only a very small percentage of total housing in Great Britain. They provide about 5 percent of the country's public housing for rent, but only about one percent of private housing for sale. Sixty-year loans of over \$2.7 billion have been made to the 28 British new towns by the Central government. Only a small amount has been paid back. However, the 28 new towns showed a \$10 million surplus for Fiscal 1972; the initial 12 English and Welsh new towns showed a surplus of \$31.8 million, and the more recent new towns and the Scottish new towns showed a collective loss of \$21 million. Over 60

1. Traffic-free common use neighborhood green space in Stevenage
2. Shopping mall in village center in new town of Stevenage
3. Town center in Welwyn Garden City
4. Density and design of Stevenage seen from aerial view
5. Sculptural feature in town center in Stevenage
6. Member of British younger generation
7. Pre-war housing in Welwyn—one of two original British new towns

percent of costs are for construction of publicly-sponsored housing, an expense which would have been incurred by the government had they been constructed in another location. Another 20 percent or so has been spent for industrial and commercial building which yields a substantial rate of return. The balance is for land, land development and overhead. From the viewpoint of the government, there is no assurance that the 60-year loans exclusively to public developers have been superior to alternative forms of financing, such as the use of guarantees along the lines of the U.S. Title VII program. For this reason, the Department of Environment is now seeking greater involvement of the private sector.

It is difficult to generalize about the social aspects of British new towns except to say that they are fairly homogeneous with virtually no minorities. There is a wide range of occupations and incomes in the London Ring new towns and variations by no more than 3 percent in different occupation groups from the income profile of England and Wales. The variations occur because these new towns have fewer low income workers, elderly persons and wealthy entrepreneurs. Skilled workers constitute the largest category. There is, however, a higher than average percentage of young and middle aged married persons and lower than average elderly and retired population. According to recent statistics, there is a shortage of indoor social and recreational facilities.

Housing

For a considerable period of time the ratio of income to housing cost has been more unfavorable in Great Britain than in the U.S. In 1961 one study estimated that only 10 percent of the households could afford to buy a home out of earned income. It is doubtful that this ratio has changed considerably because of the relatively slow rate of income growth and the fast rate of housing and land cost increase. Consequently, the public sector has built most of the postwar rental housing. From 1945 to 1970, public agencies accounted for 57 percent of housing output. Virtually all of this housing had some form of subsidy from the central government. Consequently, it did not have the stigma associated with America's public housing, which is reserved for the very poor and too often segregated from the mainstream of life of American cities.

Conclusion

What emerges from this review is that each country has much to learn from the problems and successes of the other. However, if these problems and successes were better documented, transatlantic experience could be much more applicable. Shortage of systematic and objective comparative analysis makes it unclear what is a success and what is a failure and what are the secondary consequences of national planning action.

The case for application of the positive aspects of the British experience has already been well covered in general terms in the literature on the subject. Among these aspects are tighter planning controls placed under the

jurisdiction of higher levels of government (such as to the States) to protect the environment and to provide for better and more balanced communities. Another critical aspect relates to the relationship between regional planning, transit, new towns and open space preservation. The negative lessons from British experience have received much less treatment. Among those lessons are the difficulty of making massive changes in population movements, the indirect effects on land prices of large scale environmental protection, and the single approach of only making use of one financing mechanism and only the public sector in building new towns.

The positive lessons to be learned from the U.S. by British planners have also received inadequate attention. The U.S. system may be more costly and environmentally damaging, but it is also more diverse, more democratic, less elitist and less unitary than the British system, reflecting the greater diversity of American pluralism and the Federal system. Learning from the positive features of this system the British may want to provide for greater planning flexibility, make greater use of the energies of the private sector, be more responsive to demands for individual space, and be more responsive to diverse interests in the planning process.

This mutual learning potential makes it urgent that continued and careful evaluation of the planning and community building experience be documented in both countries, that there should be a more careful assessment of options, and a systematic exchange of experts and information to improve the quality of life in both countries. ☛

Mr. Underhill is a program evaluation officer in the New Communities Administration.

Footnotes

- 1 Otto Koenigsberger and Michael Safier, "Urban Growth and Planning in the Developing Countries of the Commonwealth: A Review of Experience from the past 25 years." (May 1974). Prepared for the UN Interrelational Seminar on New Towns. UN designation number ESA/BBP/AC 9/6.
- 2 Marion Clawson and Peter Hall, *Planning and Urban Growth: An Anglo-American Comparison*, published for the Resources for the Future, by Johns Hopkins Press, Baltimore and London, 1973.
- 3 A. J. Brown, *Framework of Regional Economics in the U.K.*, Cambridge: Cambridge University Press, 1972.
- 4 Gordon C. Cameron, "The Relevance to the U.S. of British Regional Population Strategies, with a Note of French Experience" p. 697 of Vol. V, *Population Distribution, and Policy. Research Reports*. The Commission on Population Growth and The American Future, p. 704.
- 5 Daniel R. Mandelker, *Greenbelts and Urban Growth*, University of Wisconsin Press, 1962.
- 6 Jack Underhill, "General Observations on British New Town Planning:" A report based on the UN seminar on New Towns held in London, June 4-19, 1973, Office of International Affairs. HUD 1973, p. 5.
- 7 Clawson and Hall, and Robin Best, "Land for New Towns, A Study of Land Use, Densities and Agricultural Displacement." Town and Country Planning Association, 1964.
- 8 Ray Thomas, "London's New Towns: A Study of Self-Contained and Balanced Communities," April 1969, PEP, p. 396.

"A major problem in low and moderate income housing developments is a lack of trained, business-oriented managers. It is a profession that needs good people, trained in business, men and women who understand such basic things as cash flow and how to read the bottom line. I know from my own experience that lives of the low-income families who live in public housing would be much more pleasant if our developments were efficiently managed and run in a businesslike manner. No matter how sympathetic a housing manager may be to his tenants, if he doesn't collect the rents and the project fails, everybody loses. That same principle applies in all kinds of situations that relate to low and moderate income families, from social services to transportation systems. Good management and the application of sound business practices are essential supports to a well-functioning society."

—H.R. Crawford, HUD Assistant Secretary
for Housing Management

"The issue of land use control must ultimately be decided by the Supreme Court. But at least until it is settled, land use laws offer the most effective defense against the multiple mischief of subdivision hustlers who take advantage of private property rights to abuse both the land and the public."

—Anthony Wolff, author of
The Lowdown on Land Hustling

"Rapid growth, though bringing benefits to many people, now appears to be threatening those very qualities that attracted the growth in the first place. Our senses tell us that the Colorado we once knew is rapidly changing. Denver used to be a compact, attractive city with clear air and a magnificent view of the Front Range. Now, coming in for a landing at Stapleton Field, we see down below a metropolitan area sprawling toward the horizon in all directions—often covered by a blanket of smog obscuring the Front Range. Is this Denver? From 10,000 feet, it could just as well be Chicago, Los Angeles, or St. Louis. Driving west from Grand Junction, if we keep our eyes at road level, we may no longer see only evergreen-lined canyon walls sloping down to rushing streams. Instead, we find in many of the mountain valleys a surprising degree of urbanization—gas stations, fast-food restaurants, subdivisions—and even smog. . . The question, as we view the quickening pace of growth, is how to guide the use of land in such a way as to keep an equitable balance between private prerogatives and the public interest. . ."

—Report by the Colorado Land Use Commission:
A Land Use Program for Colorado

"How long, one wonders, will it take the city planners. . . to realize that what people really want in an urban community is not—or, at least, not entirely—great ordered vistas and tidy geometrical configurations, but variety and intimacy: the crooked street, the sudden turning, the niche in which nothing is straight, the place, the house, the room that is like no other place or house or room. . . grandeur is obviously the enemy of coziness, presumably because it attempts to remove man from the reassuring disorder of nature, in which he once had his habitat, and in the incalculability of which he was accustomed, over millions of years, to look for his security."

—George F. Kennan, former U.S. Ambassador
to the Soviet Union

"Inflation increases the cost of the housing itself, as higher prices for money, for land, for labor, for building materials, push up the cost of each housing unit."

"That is why the most important steps which we can take to assure a healthy housing industry and more possibilities for home-ownership are those which tend to lower the rate of inflation and raise real income."

—President Richard Nixon, announcing
a four-point plan to alleviate
housing conditions, May 10, 1974

"The observance of Home Improvement Time is a tradition of long standing. It has been and continues to be essential that the existing supply of housing be maintained in good condition. Construction of new houses is only one part of meeting the goal of achieving a decent home and a suitable living environment for all Americans. We must also make optimal use of the existing housing stock."

"In addition to the traditional reason of maintaining our existing homes in good condition we see this year's observance as a most promising opportunity for homeowners to make energy conservation improvements on their homes. We have just gone through a winter which taught us how important it is to conserve energy in heating our homes. It may be in the economic self-interest of many homeowners to make improvements which reduce energy use, and it is also in the national interest because of our finite energy reserves and heavy dependence on insecure foreign oil."

—Joint Statement by HUD Secretary
James T. Lynn and Federal Administrator
John C. Sawhill



HUD's FORMS

It's Instant Data

A brand new means of storing and retrieving program and project data is being added to HUD's array of electronic information systems. This is the Field Office Reporting/Management System or FORMS.

The system is designed to do what its title indicates—to provide a method of enabling field offices to retrieve rapidly the information they have stored in the Central Office computer. The Washington office can obtain this information also.

The means of transmitting the information and of recovering it as needed are what distinguish this system from others. Under the new system, data is transmitted by means of a teleprinter, similar to a news teletype machine. This is the terminal equipment which includes a cathode ray tube for visual observation of data. The information goes over leased wires from the field to the

receiving computer, a UNIVAC 1106.

Data is recovered as needed by sending coded message requests over the same wire to the computer and awaiting a printed reply. The answers come back almost instantly.

New System Applauded

W.B. Christensen, HUD Assistant Secretary for Administration, said of the new system: "FORMS offers a wide variety of management benefits. The elements of information (commonly called the data base) come from the best collective thinking of literally hundreds of HUD operational people. This data base represents the facts that they—the prime potential users—determined necessary to track and manage their projects.

"The software (computer programs, routines, and procedures) used by FORMS is the most up-to-date we've used. This means that within the limits of practicality and, as al-



OPPOSITE—Dominic Nessi, FORMS manager in HUD's Chicago Area Office, sends message over leased wire as Sandra Stawicki of the Director's Office looks on. LEFT—Lynn Orvis, teleprinter operator in HUD's Indianapolis Office, dials phone to connect with the Washington computer preparatory to sending message.

ways, tempered by the constraints of costs, data that are stored can be updated virtually immediately and are available upon demand in whatever formats, combinations, and summaries wanted.

"We see FORMS as a building block system, a basic repository of facts about HUD's principal business. We see it as a viable system, or one that can be added to or fitted with other companion systems.

"In addition to the worth of the system itself in helping decision-making with facts that are timely and that will be computer-edited ultimately for accuracy, I see another more tangible but perhaps even larger benefit. FORMS, planned for the HUD field offices, and with terminal connection at the Regional and the Central Offices, will bring a more modern data processing exposure to many, many HUD people. From this, new ideas, new concepts, and better management control can evolve."

This operation is in sharp contrast to the one which has been used in recent years. Under this system known as RAMIS, or Regional Administrators' Management Information System, data have been mailed to Regional Offices with the General Services Administration, acting for HUD, entering the information on

regional computers. The preparation and entry of the information have been time consuming, and retrieval of information can take a month or more.

New System a HUD Product

In a review of that operation it became wholly evident that a new system was needed.

FORMS has been the answer. But that answer did not take shape overnight. Beginning in January 1973, a small group of people headed by John D. Sisson, Central Office, then in the Office of Data Systems and Statistics, began structuring the skeletal outlines of the system that today is called FORMS.

Several groups of dedicated people set to work building the concepts and objectives of the system, the input and output specifications, and the operational features of the system. The product of these efforts is not the work of one group, however, but in a very real sense FORMS bears the fingerprints of literally dozens of HUD people, principally from field units, who gave of their time and experience to put the system together.

This system is in every way a HUD system, developed by HUD people, and dedicated to the objective of

supporting HUD management both in the field and throughout the HUD organization.

While FORMS was taking shape, prototype operations were established in HUD's midwestern Region V. Under the leadership of Fred Hurd from the Office of the Assistant Regional Administrator for Administration, and Sam Blanks, Director of Policy Development and Research in the Indianapolis Area Office, and Dominic Nessi from the Chicago Area Office, a pilot version of FORMS was installed and tested. A total of only 67 elements of information was included in this operation (as contrasted with the 160 or more elements in the total FORMS) and evaluations made to learn how well the system functioned before setting about the business of implementing it in other HUD field offices. As this is being printed, the Knoxville Area Office has been implemented with the full system, and plans are being developed for putting the system into operation in all other field offices of HUD. The aim is to have all remaining Area and Insuring offices enrolled in the system by early 1975.

The new system includes a conversion of data from previous systems. Information will be taken from RAMIS and added to FORMS along



Marvin Goer (standing) Director, HUD Field Support Systems Division, and Roderick O. Symmes, Director of ADP Systems Development, discuss components of console for controlling all HUD computer activities, including processing of FORMS.

with manually prepared material, and FORMS will eliminate the need for RAMIS and many current manually prepared reports.

Information on Wide Range of Programs

Information stored in FORMS deals only with programs in the community development field, with FHA multifamily housing, public housing and several other types.

It covers: urban renewal, open space, Model Cities, community planning, public works planning, new communities, regular rental housing and mobile home courts, cooperative housing, urban renewal housing, low to moderate income housing, rehabilitation on sales housing, special risk fund, housing for the elderly, experimental housing assistance, public housing, two-year loss loans, college housing, miscellaneous mortgage loan clearances and direct loan programs, including group medical practice facilities.

While a number of these programs have been terminated or suspended, the quickly available information about the projects under them is valuable. Changes in status of projects, such as a change of mortgagee, are recorded. And data about ongoing

programs and their projects are stored as activity occurs. In addition, other information can be added to the system as it appears desirable. For instance, information about activity under a Better Communities Act can be added.

Information on FHA home mortgages is stored in another system.

Information stored in the system includes listings on the Regional, Area and Insuring offices, major locality, HUD program, project data, Congressional district, address data, financial data, equal opportunity data, and comments data.

It is envisioned that full implementation of the system will enable HUD to accomplish important major objectives that include:

- Support of field activities in tracking applications in major program areas from initial receipt to final closeout, in a direct and simple manner.

- Rapid access by all levels of management to the central data base for extraction of data.

- Local management flexibility to obtain and to change data tailored to individual needs.

- Capability to bridge existing information systems and those under development by the use of standard elements and definitions.

- Minimum editing and coding requirements where possible and maximized use of English language outputs.

- Reduction of management's dependence on manual record keeping and reporting to the maximum extent possible.

- Capability to generate many one-time and recurring reports to satisfy Regional and Central Office data needs. Information for ad hoc reporting will be extracted from the data base by direct inquiry from the office requiring the information.

HUD sees the system as a valuable instant information storage and retrieval mechanism.

—George Norris
Information Specialist
HUD Central Office

Recent Books

- *Perspectives on Urban America*, edited by Melvin I. Urofsky. Anchor Press, Doubleday, Garden City, New York, 1973.

Contributors to this volume report that city problems are "indeed Gargantuan in scope" but also note "hopeful and innovative efforts to deal with them, especially on a local level. In sum, they find the cities "still alive and vibrant, with at least a chance to solve (their) dilemmas."

- *Building a New Town: Finland's New Garden City, Tapiola*, by Heikki von Hertzen and Paul D. Spreiregan. The MIT Press, Cambridge, Mass, 1974. Illustrated. Index. \$5.95 paper.

A case history of the planning and building of the celebrated Tapiola written in "the hope that it will contribute in some measure to the goal of a humane environment for everyone."

- *Suburbia In Transition*, edited with an introduction by Louis H. Masotti and Jeffrey K. Hadden. New Viewpoints, New York, 1974. 326p. Reading List. Index. \$4.95 paperback.

Articles from *The New York Times* by contributors that include Herbert J. Gans, Ada Louise Huxtable, Jack Rosenthal, Richard Reeves, Linda Greenhouse, John Herbers, and others, dealing with suburban myth and countermyth; race, class, and numbers; the suburbanization of the corporation; snob zoning and subsidized housing. The two editors are, respectively, director of the Center of Urban Affairs at Northwestern University; and Professor of Sociology and Urban Affairs at Tulane University.

- *The Architecture of Frank Lloyd Wright: A Complete Catalog*, by William Allin Storrer. The MIT Press, Cambridge, Mass., 1974. Illustrated. Geographical and Alphabetical index. \$9.95.

Lists chronologically all of the Wright buildings that were actually constructed. Each listing offers a short commentary on the building and a photograph or drawing where a photograph is not available. The text describes methods and materials of construction, identifies the basic plan, and provides other information that places the building in its context or relates it to others.

- *Housing in America: Problems and Perspectives*, by Daniel R. Mandelker and Roger Montgomery. Bobbs-Merrill, Indianapolis, Ind. 523p. Index. \$16.50.

A text for the student of urbanism put together by a law professor, and a professor of architecture and urban planning. Includes discussions of the housing market, housing demand, housing supply system, the "filtering" process; the role of housing subsidies; costs, codes, land; tenants and tenant action; as well as goals and objectives in housing programs.

- *Labor Lobbyist: The Autobiography of John W. Edelman*, edited by Joseph Carter. Bobbs-Merrill, Indianapolis. 1974. 231p. Index. \$9.95.

John Edelman pioneered development of the first workers housing project—the Carl Mackley Houses in Philadelphia, Pa.—built under auspices of the Hosiery Workers Union. Financed in part with a million dollar loan by the WPA Housing Division, Mackley was a forerunner of the low-income public housing initiated in the late Thirties. Edelman collaborated with Catherine Bauer and other planners in drafting and pressing for enactment of what emerged from Congress as the Housing Act of 1937, which authorized low-rent public housing developed by local housing authorities with Federal loans and subsidies. Throughout his career as lobbyist for American labor Edelman espoused programs to expand the housing supply for low income people. When he retired from the Textile Workers Union he became president of the Senior Citizens Council and lobbied for development of housing to meet the special needs of the elderly. He died in December 1971.

- *Cities of Vision*, by Rolf Jensen. Halsted Press, New York, 1974. 382p. Illustrated. Index.

The Dean of the Faculty of Architecture and Town Planning at the University of Adelaide in Australia views new directions in city planning and design and emphasizes the importance of the city as a humane habitat "in which the architect-planner is restored to his uniquely creative integrative role." He worries that "contemporary pre-occupation with technology" shall not "submerge creative efforts to improve the perceivable quality of our environment."

Tracing the Ruins of a Tornado



ABOVE—Frank and Nora Schrewsbury take preliminary steps toward getting help.

OPPOSITE-LEFT—Devastated home in Brandenburg, Ky., is tragic reminder of tornado's force.

OPPOSITE-RIGHT—Community Services Advisor, Mrs. Dorothy Zeillmann (left), HUD Louisville Area Office, acquaints Mrs. Schrewsbury with appliances in new home.

OPPOSITE-BOTTOM—Mrs. Zeillmann and the Schrewsburys chat in front of new home.

It was 4:30 in the afternoon on Wednesday, April 3, 1974, when Frank and Nora Schrewsbury set out for home after shopping in nearby Clarksville, Indiana.

Several hours had passed since they left their 65 ft. trailer home, sequestered on roughly 10 acres of land outside the sleepy little town of Brandenburg, Ky., 50 miles southwest of Louisville.

Just as Schrewsbury, 70, and his wife, 72, approached the toll gate between Louisville and Brandenburg someone asked if they had heard about the storm. They had not.

They were unaware that while they shopped in Clarksville a powerful mass of wind had come down from the southwest through the center of Brandenburg traveling on a

northeasterly course toward Louisville.

Unbeknown to the Schrewsburys, their home had been lifted from its foundation and, along with all its contents—with the exception of an old freezer—carried off in the grip of the tornado.

Having only recently become retirees, the Schrewsburys had only entertained thoughts of happiness and security in the years ahead. Although partially paralyzed in an automobile accident a year ago, Mrs. Schrewsbury had adjusted well to getting about with the help of a walking aid. Would the impact of the tornado change all of this?

Today, the Schrewsburys do not believe it will. Emergency assistance from the American Red Cross and other private service organizations took care of their immediate needs following the disaster—food, clothing, shelter, etc. At the Federal Disaster Assistance Administration's one-stop center in Brandenburg, they learned of HUD's temporary housing program and they will have rent-free housing for up to one year. Although the Schrewsburys plan to rebuild on their 10-acre lot, they are, like other natural disaster victims, eligible for HUD assistance in finding permanent housing.

In the wake of the mid-west tornadoes, over 25,000 families like the Schrewsburys sought and received advice and help at the Disaster Assistance Centers operated by FDA in 10 states declared major disaster areas by the President. The centers were manned by a number of agencies under the coordination of FDA, with services including food stamps, tax advice, unemployment compensation, job placement, insurance claims expediting, debris removal, and loans for homes, farms and businesses.

The Schrewsburys are, (without doubt), more fortunate than many households that will receive HUD assistance in finding new housing in the wake of flooding and other natural disasters predicted this spring and summer.

But despite the measure of economic and human losses that might result when nature takes an "unnatural" course, HUD's increasing capability to respond promises to keep hopes alive and spirits intact. ☺

Photos and copy by Richard Mowrey



*The street is more than a way to go,
it is a place to be!*

Much of the heritage of the Nation resides in our towns and cities. Urban centers not only mark a civilization and its values they are the social, cultural and business lifeblood of the country. They are an enduring societal need. Yet all around us the urban physical fabric has been deteriorating. As the physical setting becomes blighted and decayed, the urban experience becomes diminished. Living and working in the city lose much of their social and economic benefits.

operation streetscape

By Harold Lewis Malt
and Anna Raville

Those professionally concerned with the future of our urban society have grappled with these problems and applied many techniques. Most often the physical approach used in urban renewal was to rebuild private properties—enhance the downtown commercial base or construct new mass housing developments.

One resource formerly untapped was the *public* space. Included are streets, sidewalks, parking areas, malls, plazas and green spaces. In almost any city this public area comprises at least fifty percent of the total land mass. Seen in the context of the social experience, the importance of the total public space becomes evident. The consequences—social or economic—of mismanagement or lack of planning of such a large area become significant.

Other than focal points such as fountains or civic centers, potential for visible, early improvement in the outdoor living experience for people has been neglected. The opportunity to communicate renewal through an improved public space has not been realized.

Moreover, important as these aggregated spaces are at macro or urban design scale, the micro scale is what really counts. What you, the pedestrian, see at eyeball height, 5 feet 7 inches from the ground, determines your perception of the physical environment. This physical setting helps make the community identity. The physical environment determines your regard for your neighborhood, your loyalty to the community.

But in recent times the street scene has not been considered as a pedestrian-oriented resource. Rather it has been viewed by most professionals solely as a carrier of vehicular traffic. Master plans consider automobile trips and show roadway capacities for vehicles. Pedestrian usage is not considered and associated needs are not accommodated. As a result, the pedestrian and the roadway now tend to be in conflict and competition rather than mutually supportive.

Under these conditions, neither need—pedestrian or motorist—is adequately served. On the one hand the motorist is faced with a confusing, bewildering array of signs and signals; on the other, the pedestrian must contend with traffic congestion, fumes and noise, and a lack of services and accommodations directed to his needs. Ultimately, motorists find city driving frustrating; pedestrians believe walking to be a negative experience. Consequently, reduction in number of visible pedestrians, particularly at night, induces others to shun the walking experience. Fear and risk of street crime increase. The authentic personality of the neighborhood is obscured. The cycle seems hard to stop let alone reverse.

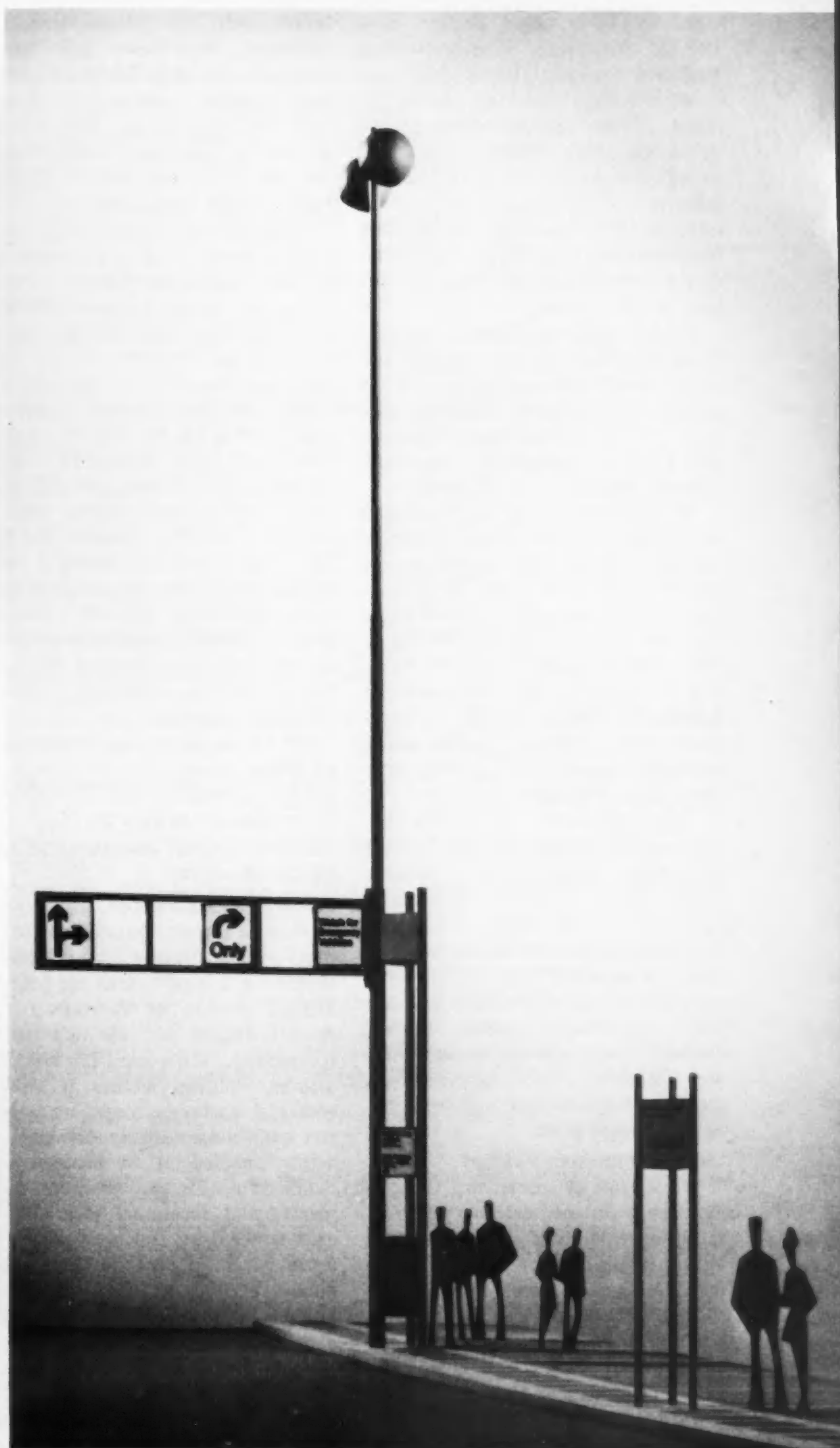
Solution Sought

One city that took action to counter these problems was Cincinnati, Ohio. Operation STREETScape was recently successfully concluded under the leadership of Peter Kory, then Cincinnati's Director of Urban Development. Funding for both the software research and the hardware design and implementation was pro-





TOP—Pole supporting five signs typifies existing street furniture inventoried.
 BOTTOM—Newly-designed street furniture includes trash receptacle model.
 RIGHT—Multi-Purpose Pole eliminates cluttered appearance.



vided by HUD, as a Section 314, Urban Renewal Demonstration Project.

At the time, the city was in the midst of the redevelopment of the urban core—the twelve blocks surrounding Fountain Square. The urban renewal project design called for a mixture of old and new; the existing narrow streets and most older buildings would remain, but several major new office buildings, a hotel, and a convention center were contemplated. How then to unify this physical and visual mix? One approach was to install a second-level walkway connecting major pedestrian circulation nodes and trip generators. But what of the street and sidewalk level?

A 1967 study made for Cincinnati had inventoried its street furniture, equipment and public appliances. In just the downtown area of 70 city blocks were contained: 50,000 linear feet roadway paving, 90,000 linear feet sidewalk paving, 14,000 linear feet crosswalk paving, 300 pedestrian signals, 250 traffic signals, 70 emergency vehicle signals, 1,000 traffic regulation signals, 2,000 parking regulation signs, 935 light fixtures.

There were other uncounted publicly owned furnishings, such as trash receptacles, benches, fire hydrants, traffic signal controllers and detectors, police call boxes, fire alarm boxes, gratings, parking meters and landscaping. All of these facilities and equipments had accumulated over the years in a confusing, non-coordinated, cluttered way. Clearly, a new start was required with simplification, greater efficiency and improved imagery as major goals.

Value of Furniture Weighed

We started by researching the current needs for each category of street furniture in terms of services required by either motorist or pedestrian, and the interface of those needs. Next, and as important, was the research into the delivery of those services. It was found that these equipments and public facilities had been installed by as many as twelve city departments. Frequently, separate agencies were in-

involved with the specification, procurement, installation and maintenance of the same hardware component. Another constraint encountered was the impact of the standard manual of Uniform Traffic Control Devices on the development of prototypical traffic equipments.


However, with considerable cooperation from local authorities and decision-makers, we were able to develop and present three alternative physical solutions to the city's downtown street furniture needs. In a three day marathon of meetings with community participation, a consensus was reached on the desired solution. This was then developed into a unique multi-purpose pole (MP) that could accommodate within itself at one location, all equipments and signage formerly scattered along the sidewalk. The number of posts and other equipments was reduced. The MP pole could gather and support a flexible number of equipments and lights as needed at different locations throughout the area.

Of course, as in any action-oriented urban design, the proof is in the public acceptance. Do the physical improvements work? Do they contribute to visual enhancement? Do people like them?

Public Reaction Positive

One complete installation of all prototypical street furniture was installed on a busy corner on 6th and Walnut Streets in downtown Cincinnati. People had the opportunity to respond. Newspapers ran favorable articles. Political leaders as well as technical agency personnel made positive evaluations. Highly favorable reaction enabled us to proceed with detailed designs, procurement documents, and locational diagrams for each street light, traffic or pedestrian signal, trash receptacle, sign, telephone booth, etc. The city then ordered over 300 poles of which approximately half have been delivered and installed. Others have also recognized the significance of a systematic approach to restoring the public street and making it free of

visual pollution.

Operation STREETScape demonstrates that while reconstruction of deteriorating buildings may breathe new life into a declining downtown, the open space of the urban core must also be viewed as a primary resource, that its plan and design—improving the surroundings of the urban environment—must take into account the consumer's pedestrian experience. Streets and pathways are not simply spaces between buildings, they are places to be. The streetscape can provide a place of identity and should convey a sense of creative order. A minimum criterion should be that it not, through neglect, engender chaos. Crime prevention through environmental design increases pedestrian activity—and potential witnesses—and decreases individual risk. High density development serviced by a network of pathways will attract users and investors in sufficient numbers to justify capital improvements. A lively street scene becomes a symbol of progress. Fast visual results are attainable in a short time, renewing faith in government and inspiring civic pride. It has been shown that business supports this effort. Dynamic local leadership secures community involvement. Cities can create a happy environment at no extra cost, and give the streets back to the people. 

Mr. Malt is president of Harold Lewis Malt Associates, environmental planners and designers of Washington, D.C., who conceived and executed the Streetscape Program. Anna Raville is a program analyst with the Association.

Editor's Note: The Operation Streetscape project received two awards, one from the American Iron and Steel Institute citing the multi-purpose pole design for excellence, the other, HUD's Biennial Award for Design Excellence. Single copies of the Operation Streetscape report can be obtained free from the Department of Urban Development, City Hall, Cincinnati, Ohio.

lines&numbers

Selected Federal Publications Containing Housing and Construction Statistics

Title/Series Frequency	Subject
Department of Housing and Urban Development	
<i>1972 HUD Statistical Yearbook</i>	Current year and historical data on HUD programs and other housing, construction and related series.
<i>Housing and Urban Development Trends, Quarterly</i>	Monthly data on HUD programs and selected housing and construction series.
Construction Reports and other Publications of the Bureau of the Census and the Department of Commerce	
Series C20, Monthly	Housing Starts
Series C22, (Joint HUD-Census)	Housing Completions
Series C25, Monthly (Joint HUD-Census)	Sales of New One-Family Homes
Series C30, Monthly	Value of New Construction Put in Place.
Series C40, Monthly	Housing Authorized by Building Contracts, States, selected SMSA's and places.
Series C41, Monthly	Authorized Construction-Washington, D.C. Area
Series C50, Quarterly	Expenditures on Residential Additions, Alterations, Maintenance and Repairs, and Replacements.
Series H-130, Quarterly (Joint HUD-Census)	Market Absorption of Apartments
<i>Construction Review, Monthly</i>	Articles and statistical series on housing and construction, and building technology.
<i>U.S. Industrial Outlook 1974, with projections to 1980</i>	Narrative and statistical analyses by industry including construction, mobile home, building materials and forest products.
<i>1973 Statistical Abstract of the United States</i>	Selected information from the 1970 Census of Housing and housing data for each SMSA (Standard Metropolitan Statistical Area) with 200,000 or more population.
Other Federal Agencies	
<i>Federal Reserve Bulletin, Monthly</i>	Statistical series on housing, construction and mortgage financing. Announcements of special housing analyses made by the Federal Reserve Board.
<i>Monthly Labor Review</i>	Consumer price indexes for shelter (rent and homeownership), fuel and utilities, household furnishings and operations.
<i>Federal Home Loan Bank Board Journal, Monthly</i>	Articles and statistical series on the savings and loan industry, Federal Home Loan Mortgage Corporation.

All of the above publications, except *Housing and Urban Development Trends*, Series H-130 and the *Federal Reserve Bulletin* may be ordered from: Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. The price of the *HUD Statistical Yearbook* is \$4.20 per copy. To receive *Housing and Urban Development Trends* (Free publication), write: Assistant Secretary for Administration, Department of Housing and Urban Development, Washington, D.C., 20410. To order Series H-130 write: Publications Distribution Section, Social and Economic Statistics Administration, Washington, D.C. 20233. *The Federal Reserve Bulletin* may be ordered from: Division of Administrative Services, Board of Governors of the Federal Reserve System, Washington, D.C., 20551.

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